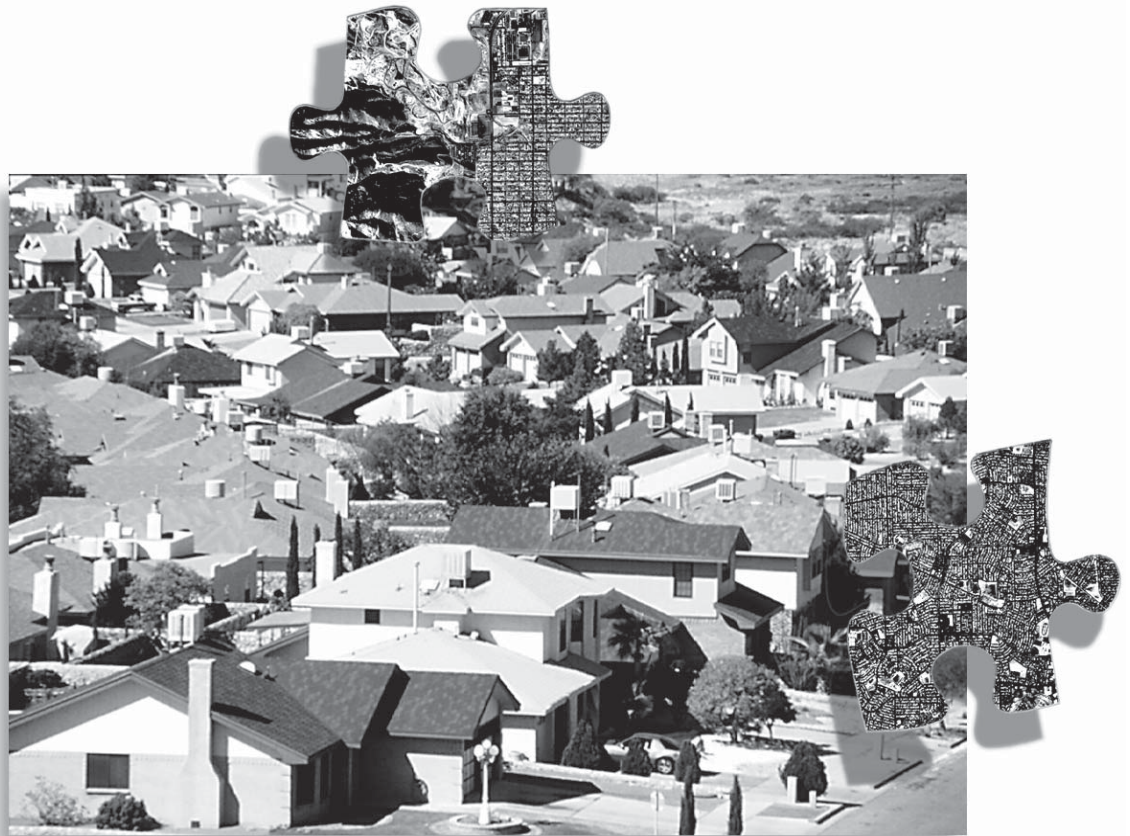


Land Use Concepts

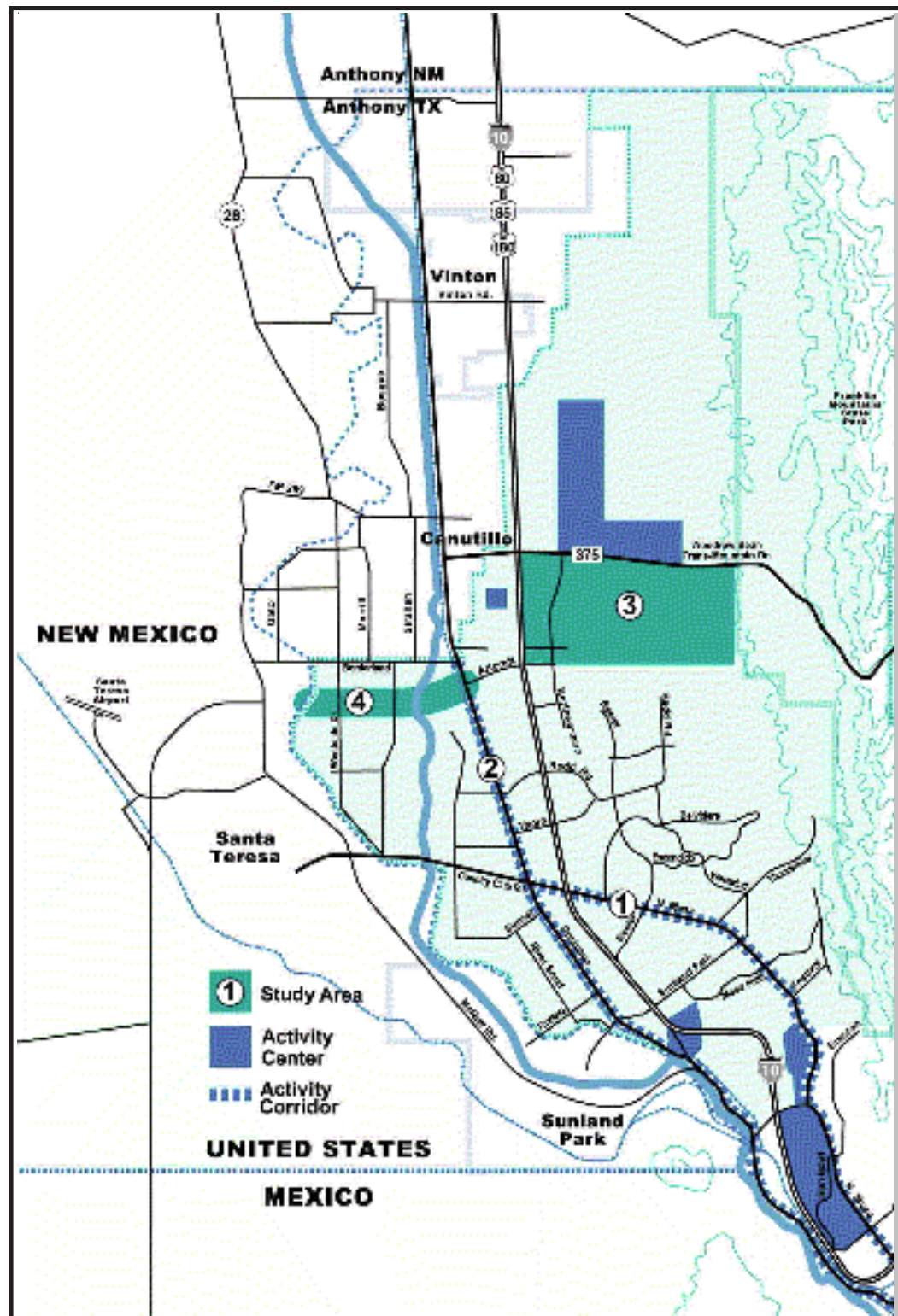
AREAS OF STUDY



In this section of *The Plan*, areas of study are addressed with specific planning concepts and policies applied to each. The **Land Use & City Form Chapter** of *The Plan* outlines the purpose of this designation for different areas. The main areas addressed in this chapter are planing areas as well as the Extra-Territorial Jurisdiction (ETJ) of the City. The purpose of developing land use policies and guidelines for the planning areas is to identify areas in need of special attention, to ensure a pattern of orderly growth, and to recognize and preserve the unique features of each area. The purpose of developing policies for the ETJ is to set an orderly pattern for continued growth and development in areas immediately adjacent to the existing City Limits.

LAND USE CONCEPTS & POLICIES BY PLANNING AREA

Northwest Study Area Map



NORTHWEST PLANNING AREA

The Northwest planning area contains approximately 49,965 acres, encompassing all the land in El Paso County west of the ridgeline of the Franklin Mountains to the state line and extending generally down the electric company easement line on the west side of University of Texas at El Paso (UTEP). Included are the cities of El Paso, Anthony, and Vinton plus portions of E Paso County. The Year 2025 Projected General Land Use Map for the Northwest Planning Area is contained in the **Map Atlas** of *The Plan*.

General Planning Area Land Use Concepts/Policies

- Develop an integrated open space/trail system to link neighborhoods with the Franklin Mountains State Park, schools, parks, retention dams, irrigation canals, utility easements, levees, and the Rio Grande.
- Develop new and existing parks as outlined in the Park and Open Space Plan adopted in 1996.
- Create a linear park along the Rio Grande which can be a part of the American Heritage River initiative.
- Encourage only very low intensity development in the Rio Grande flood plain to minimize potential property damage in the event of a flood.
- Encourage infill of parcels through the provision of incentives (for example, the property adjacent to and east of Interstate Highway 10 which extends to the south and north of Executive Center Boulevard.)
- Develop high-density residential clusters along Mesa Street to provide the population density needed to support light rail and other mass transit options.
- Encourage master planning of large undeveloped areas into integrated developments which contain a balanced mix of open space, residential, commercial and industrial uses.
- Encourage businesses to utilize existing vacant retail space, especially along Mesa Street and in the Sunland Park Mall area.
- Encourage the construction of new library facilities to serve the Northwest Planning Area.
- Limit new commercial development to clusters and nodes rather than strip patterns of development.
- Designate the intersection of Arctcraft Road and Interstate Highway 10 as suitable for community commercial development.
- Designate the property along the eastern Interstate Highway 10 frontage north of Trans-Mountain Road as suitable for light industrial/manufacturing uses.
- Encourage mixed-use development with an emphasis on light industrial uses on the property fronting I-10 between Executive Center Boulevard and Sunland Park Drive.
- The policies of the Upper Valley Plan adopted in 1995 will serve as guidelines for development and redevelopment for land areas west of Interstate Highway 10.

Proposed Land Use Policy Areas

STUDY AREA 1: Mesa Street Corridor. (From approximately Executive Center Boulevard to Doniphan Drive).



Mesa Street is one of three roadways serving the Northwest Planning Area. Largely commercially zoned, it has developed with a mix of strip commercial centers, automotive uses, restaurants, office buildings, motels, and medium density residential uses. Many parcels with topographic constraints have remained vacant.

- Construct sidewalks and landscape parkways on both sides of Mesa Street to facilitate pedestrian activity.
 - Discourage heavy commercial uses, including the outdoor storage of equipment and materials, along the Mesa Street corridor.
 - Reduce curb cuts along Mesa Street by the use of shared driveways, interparcel access points, and secondary street access.
- Designate access points to the property located between Executive Center Boulevard, Mesa Street and Interstate Highway 10.
 - Improve lighting along Mesa Street for both vehicular and pedestrian traffic.
 - Encourage the development of higher density residential uses to encourage use of mass transportation.
 - Serious consideration should be given to developing separate bus and light rail routes to connect the Northwest with University of Texas at El Paso, El Paso Community College, medical areas, employment nodes, downtown, and Ciudad Juarez.
 - Discourage the construction of additional strip shopping centers in this corridor. Instead, cluster commercial development at major intersections or on secondary roads such as Remcon Circle.
 - Encourage new development along the Mesa Street Corridor to provide reduced front setbacks and rear or side parking areas to enhance pedestrian circulation.

STUDY AREA 2: Doniphan Drive/Paisano Drive Corridor. (From approximately Executive Center Boulevard to city limits)

This corridor contains a mix of heavy industrial, commercial and residential uses, many of which are older and deteriorating. Recent road improvements and the planned extension of Loop 375 are expected to increase traffic volumes along this corridor and provide new development pressures in the area. This area is covered in the Upper Valley Plan adopted in 1995. Additional considerations are included herein.

- Permit commercial development only along the easterly side of Doniphan Drive and at the Sunland Park Drive and Mesa Street nodes. Where residential uses are adjacent to commercial land uses, development standards need to be adopted to buffer and protect adjoining neighborhoods.

- Discourage low-density residential development, unless substantially buffered, due to the anticipated increase in traffic volumes.
- Provide xeriscape landscaping along Doniphan Drive and Paisano Drive to enhance aesthetics within the corridor.
- Encourage the upgrade and/or redevelopment of existing older commercial developments.
- Discourage new industrial development in this corridor, north of Sunland Park Drive.
- Encourage the revitalization of existing neighborhoods, such as the Borderland and Pacific Park subdivisions, and protect them from commercial and industrial encroachment.

STUDY AREA 3: Southeast Quadrant of Trans-Mountain Road and Interstate Highway 10. (The area generally south of Trans-Mountain Road, west of Franklin Mountains State Park, north of Artcraft Road, and east of Interstate 10)

- Develop a master drainage and flood control plan for the area prior to construction. Develop land uses that maximize land use and encourage dual use such as flood control-recreation/open space. For example, retention areas can provide playing fields, and ponding areas could be incorporated into golf course designs.
- Designate emergency access points to the Franklin Mountains State Park.
- Develop area utilizing the concept of new urbanism.
- Limit light industrial development in the form of industrial parks to the area immediately east of Interstate Highway 10
- Maintain Trans-Mountain Road as a scenic easement access road to the Franklin Mountains State Park.
- Develop standards for foothill development that preserve arroyos and scenic viewsheds.

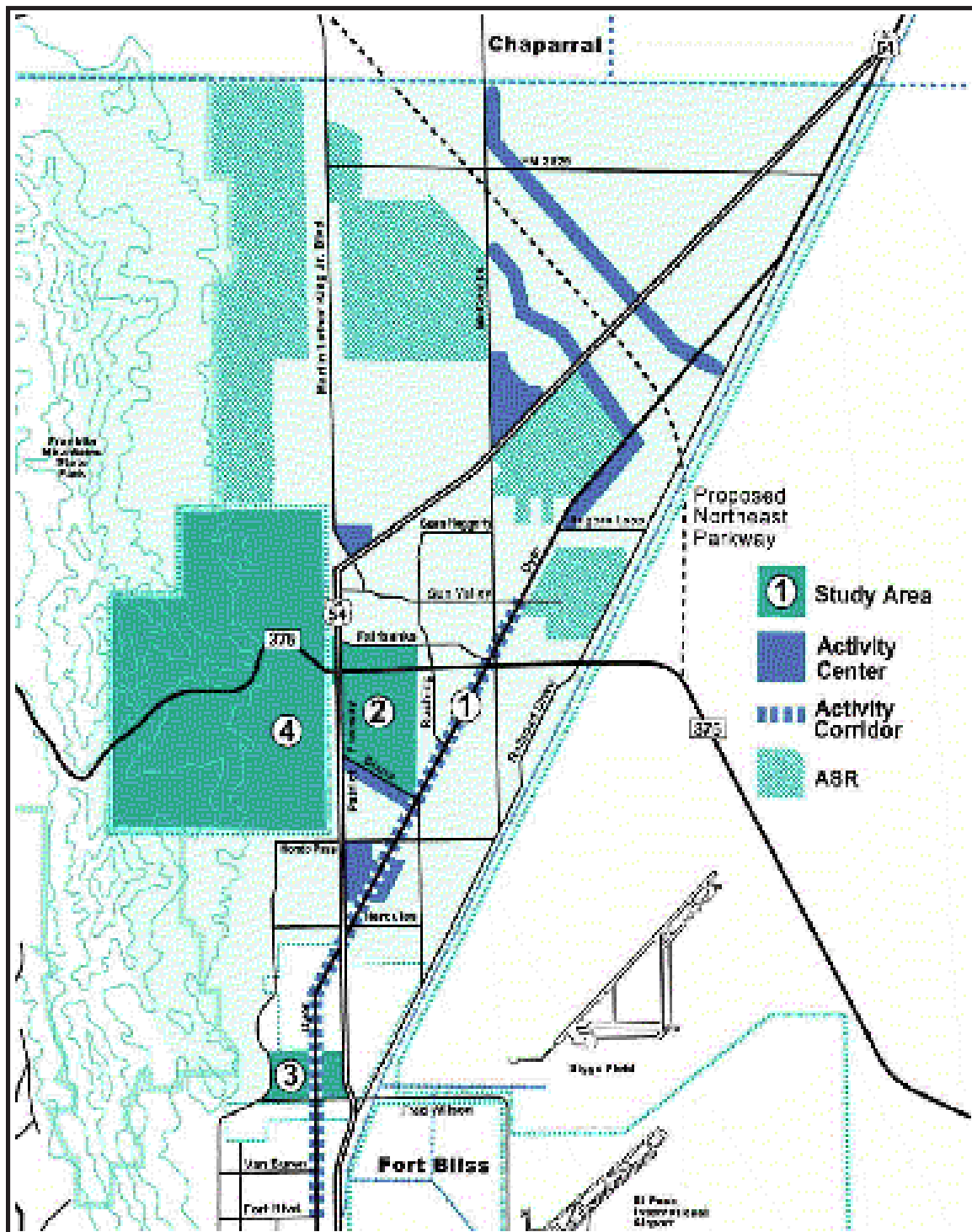
STUDY AREA 4: Artcraft Road Corridor (from Doniphan Drive to the New Mexico state line)

- Increased interstate heavy traffic on this road will impact land uses along this corridor so that new development proposed must take this into account to set standards and guidelines for the entire corridor.
- Designate the road as a mixed use corridor, with appropriate zoning, to act as a buffer to the residential uses as well as to serve the residential uses and the traffic through Artcraft Road. Potential mixed uses include combinations of office parks, apartment complexes and commercial uses that can serve both residential uses and traffic from the road itself at designated nodes.
- Frontage standards along the mixed use corridor should be developed prior to further development in the area.
- Encourage mixed-use and multi-use development continuously along the length of the corridor. The mixed uses would be a combination of office parks, apartment complexes and commercial uses that would form a significant buffer to lower density residential areas located east and west of the buffer. All projects should be heavily landscaped to create an attractive viewscape along the entire length of the corridor.

NORTHEAST PLANNING AREA

The Northeast Planning Area is composed of the land in El Paso County east of the Franklin Mountain ridgeline; east to the City limits; north to the Texas/New Mexico state line, and follows the southerly boundaries of McKelligon Canyon Road to Alabama Street, north to Atlas Street, to Apollo Avenue, and east to Railroad Drive. The Year 2025 Projected General Land Use Map for the Northeast Planning Area is contained in the **Map Atlas** of *The Plan*.

Northeast Study Area Map



STUDY AREA 1: Dyer Street Corridor

- Redevelop designated sections of the Dyer Street corridor.
- Identify infill parcels along the Dyer Street corridor and encourage their development through incentives.

Below: *Dyer Street corridor.*



- Encourage mixed-use and multi-use development at designated locations along the Dyer Street corridor.

- Attract new commercial activity to the Northeast, near major thoroughfares, to encourage the implementation of commercial nodes.

- Revitalize commercial activity at existing commercial centers such as Sunrise Center and Northgate Center.

- Encourage signage regulations along the Dyer Street corridor.

- Stimulate industrial development at the eastern periphery of the planning area along Railroad Drive, Dyer Street, and the proposed Northeast

Parkway.

- Encourage development of high density residential nodes at designated locations throughout the Dyer Street corridor.
- Establish park-and-ride facilities near established mass transit terminals, such as at Northgate Center and Sunrise Center, to minimize vehicular circulation and encourage pedestrian circulation.
- Incorporate programs to stimulate landscaping of medians with native, drought tolerant, water conservative vegetation along major arterials; primarily the Dyer Street corridor.
- Minimize curb cuts along the Dyer Street corridor by implementing the use of shared parking lots.
- Encourage a well planned greenbelt in Aquifer Storage and Recharge (ASR) zones, south of U.S. 54 and east of McCombs Street, which stimulates quality development while providing for flood control and recreational uses (see Page 137).

STUDY AREA 2: US 54 & Trans-Mountain Drive.

The intersection of U.S. 54 and Trans-Mountain Drive provides several opportunities for infill, redevelopment, and mixed use developments.

- Encourage the implementation of a commercial node at the intersection of Trans Mountain Drive and U.S. 54.
- Encourage the continuation of entertainment and recreational facilities at this node.
- Encourage extension of nature trails from the Wilderness Museum to Sue Young Park.
- Reinforce the commercial node at the intersection of the Patriot Freeway and Trans-Mountain Drive to provide services for new medium and high density development.

STUDY AREA 3: Logan Heights

The Logan Heights and Beaumont Subdivisions at the intersections of Dyer Street and Fred Wilson Road and Dyer Street and Kemp Avenue provide several locations for redevelopment and infill efforts.

- Encourage the adaptive reuse of the Northland Shopping Center as a town center facility to include community and public facilities such as child care facilities, a library, light commercial and retail services, and a transit terminal.
- Encourage the use of the transit terminal, promote increased densities in parcels abutting commercial development to act as buffer zones for medium-density residential development at the core of the subdivisions.
- Encourage the redevelopment of high density mixed zoning along the north side of Fred Wilson Road to include a mixture of light retail and apartment development.
- Encourage mixed use development, within parcels abutting the proposed town center, to act as buffer zones.
- Encourage the upgrade and maintenance of the neighborhood park at the intersections of Russell Street, Wickham Avenue, and McConnell Street.
- Encourage the widening of Dyer Street, creating additional frontage access to existing commercial development and facilitating the use of shared parking lots. Encourage pedestrian walkways to connect Dyer Street circulation to Fred Wilson Road.
- Encourage the landscaping of major collector streets that serve as gateways to the subdivisions.

Redevelopment options for Dyer Street between Hercules Avenue and Hondo Pass Drive:

- Encourage the use of setbacks to facilitate the use of shared parking facilities while aiding in the reduction of curb cuts.
- Reinforce the establishment of commercial anchors for this section of the corridor while encouraging the potential infill of vacant parcels primarily between Tetons Drive and Alps Drive where vacant parcels exist next to the Restlawn Cemetery.
- Encourage new businesses to relocate to Sunrise Center. More pedestrian linkages in this section of the corridor should be explored to encourage pedestrians, from abutting residential neighborhoods, to take advantage of the commercial node created at Tetons Drive and Dyer Street by Sunrise Shopping Center.

The section of the Dyer Street corridor between Hondo Pass Drive and Fairbanks Drive continues to be a high intensity, high activity corridor. Strip center development is common in this section, containing a variety of commercial and personal service land uses.

- The main commercial node located at the corner of Dyer Street and Hondo Pass Drive serves several neighborhoods in the area. Encourage common parking areas such as those used at the Castner Heights Commercial Center to minimize the need to use frequent curb cuts.
- Locate bus stops along this commercial center inside parking areas to prevent buses from stopping traffic along Dyer Street.

The Dyer Street and Diana Drive intersection provides a site for a commercial node.

- Revitalize Northgate Mall to stimulate commercial activity at the node on Dyer Street and Diana Drive, and Dyer Street and Wren Avenue.
- Encourage high-density development on the east and south sides of Northgate Mall.

- Establish pedestrian linkages between Northgate Center and the commercial development at Dyer Street and Sanders Avenue.
- Encourage wider sidewalks and better lighting on Shoppers Road to stimulate pedestrian transit away from Dyer Street which in turn can encourage more commercial activity.

Redevelopment options to include high density mixed use commercial and residential development, can be explored within the strip commercial center between the intersection of Dyer Street and Sanders Avenue to the intersection of Dyer Street and Raintree Drive.

- The ample setback located within this center can facilitate the implementation of shared parking facilities while allowing bus stops to be located inside the parking lot area. The established high density apartment development at Arrowhead Apartments located in front of this strip commercial center will aid in justifying mass transit efforts through this area.

AQUIFER STORAGE & RECOVERY (ASR) ZONES:

- *Coordinate efforts with the PSB to identify and set aside parcels of land designated as ASR zones for the purpose of storing, retrieving, and maintaining water in the fresh water aquifer.*
- *Upon further study of water resources, storage, and availability by the PSB and other agencies; encourage the removal of the ASR designation from parcels designated as such to facilitate development as deemed appropriate.*
- *Encourage ASR compatible development within such zones as needed.*
- *Encourage establishment of vistas and view corridors within the parcels abutting the ASR zone.*
- *Coordinate efforts with surrounding development to maintain the ASR zone litter free to prevent contamination.*
- *Coordinate with the PSB to create development standards for the ASR zones and encourage future development to follow those standards.*

The section of the Dyer Street corridor between the intersection of Dyer Street with Rushing Road and Will Ruth Drive to Fairbanks Drive offers parcels for redevelopment and infill possibilities.

- Encourage Dyer Street frontage to deepen to get mass transit operations to function off Dyer Street and avoid interruption of traffic flow.
- Encourage owners of large vacant buildings, such as the Cashway building and the Old Wal-Mart building, to redevelop into either retail and office uses or high density mixed use.

The commercial node at the intersections of Dyer Street, Trans-Mountain Drive, McCombs Street, and Fairbanks Street becomes an important node connecting the neighborhoods north and south of Trans-Mountain Drive.

- Implement pedestrian and bike linkages can be implemented at this intersection as well as at the intersection of Rushing Road with Trans-Mountain.
- Encourage commercial development, north of Trans-Mountain Drive along the Dyer Street corridor, should be encouraged as commercial nodes at the intersections of major arterials.

Encourage industrial development to locate at the northern and eastern peripheries of the planning area primarily at the intersections of Railroad Drive and Loop 375, Dyer Street and Railroad Drive, and U.S. 54 and Dyer Street, to facilitate access to roads designed for bearing heavy traffic.

- Encourage light and heavy industrial development to follow the proposed Northeast Parkway which will connect electrical and gas plants.
- Encourage the implementation of a transit terminal at the intersection of Dyer Street and Angora Loop to serve future industrial development as needed.
- Properly buffer industrial areas which are in close proximity to low and medium density residential developments and designated Aquifer Storage and Recovery (ASR) zones.

STUDY AREA 4: Castner Range.

Castner Range, currently outside of the official City Limits, but entirely bounded by municipal jurisdiction, is part of the Fort Bliss military reservation. A detailed study of this area needs to be undertaken that considers various development options, when and if, the land is released by the military. The study needs to consider annexing options for the area, Franklin Mountain State Park considerations, and development opportunities for the area. Access, utility, and drainage issues are among the major considerations this study needs to consider for the Castner Range area.

CENTRAL PLANNING AREA

The Central planning area consists of roughly 27,312 acres in the center of El Paso. The Central Planning Area is bounded on the west by the University of Texas at El Paso (UTEP) and the Sunset Heights Historic District; on the east by the El Paso Airport, Trowbridge Drive and Ascarate Park; on the north by Kern Place/Mission Hills Neighborhoods, the Franklin Mountains and the United States Army's Logan Heights Cantonment; and on the south by the Rio Grande River. The Year 2025 Projected General Land Use Map for the Central Planning Area is contained in the **Map Atlas** of *The Plan*.

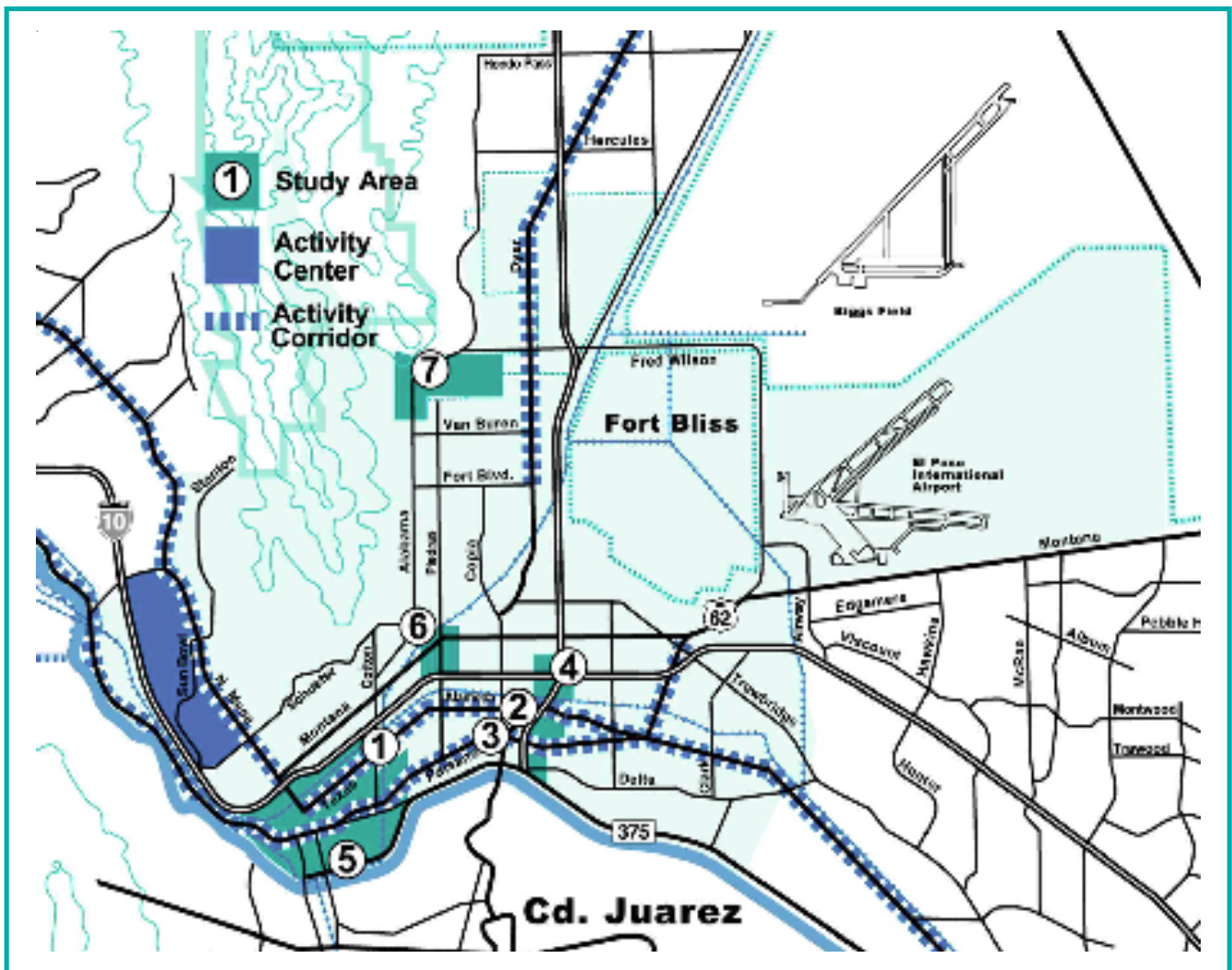
Overall Planning Area Land Use Concepts/Policies

- Identify potential infill parcels throughout the area.
- Stimulate light industrial redevelopment throughout the planning area.
- Increase housing densities and promote mixed-use development along the major transportation corridors as well as in the downtown area.
- Promote development standards for hillside development in areas outside of the mountain development zone.
- Maintain the residential character of South El Paso by placing a strong emphasis on protecting residential structures from commercial encroachment.
- Promote beautification throughout the area, through landscaping and other amenities, with particular

focus on the main transit corridors.

- Promote the use of alleys and backyards for access and parking purposes and prohibit conversion of front yards for parking uses throughout the Central planning area.
- Promote preservation and conservation of historic districts and areas with a historic character by focusing these efforts in retaining the character and integrity of these areas and surrounding neighborhoods. Historic preservation and its relationship to other issues facing the community—economic development, tourism, neighborhood revitalization, environmental concerns, transportation planning, etc. need to be outlined carefully so that all these issues are taken into consideration.
- Promote mixed-use development along Montana Avenue and adjacent arterials (Yandell Avenue, Wyoming Avenue) east of Kansas Street to Piedras Street. Retain and protect the residential character of areas north of Rio Grande Avenue and east of Kansas Street.
- Encourage major redevelopment in targeted areas starting with the downtown area and Alameda Avenue.
- Promote increased utilization including upgrade and beautification of Airway Boulevard leading toward the airport, to promote increased tourism-related uses.
- Promote redevelopment along Dyer Street as the gateway to the Northeast area of the City.

Central Study Area Map



STUDY AREA 1: Texas Corridor. (Texas Avenue from Oregon Street to Alameda Avenue)

The declining manufacturing sector has left a spate of vacant large multi-story buildings in this area.

- Promote, specialty retail with boutique-type storefronts close to the Downtown core between Kansas Street and Cotton Street.
- Promote, where feasible, conversion to retail commercial uses along Texas Avenue from Campbell Street to Cotton Street.
- Promote industrial revitalization of the corridor's manufacturing and industrial uses characterized by large multi-story buildings (many of which are vacant as textile manufacturing has declined) from St. Vrain Street to Eucalyptus Street.
- The industrial-commercial node at Cotton Street and Texas Avenue should remain and be strengthened by locating a job center near this corridor close enough to the residences of people requiring job center services.
- Convert upper levels of structures to housing uses from Cotton Street to Piedras Street.
- Promote extensive rehabilitation of housing units, in particular multi-family units, in residential areas on Texas Avenue and on adjacent residential areas such as Myrtle Avenue and Magoffin Avenue from Downtown to Cotton Street and Myrtle Avenue, Basset Avenue, Magoffin Avenue and Olive Avenue and from Eucalyptus Street to Piedras Street.

STUDY AREA 2: Alameda Corridor. (Alameda Avenue From Piedras Street to Delta Drive)

Alameda Avenue remains one of the most important transportation corridors in the City linking the downtown area to the Lower Valley and beyond.

- Promote varied mixed-uses within the Alameda Avenue corridor through conversion of upper levels of structures to housing uses.
- Improve pedestrian linkages between residential and commercial areas within and adjacent to the corridor area.
- Improve transportation linkages from commercial node to other nodes, such as from the Piedras Street-Alameda Avenue intersection to the Five Points area.
- Strengthen the Piedras Street-Alameda Avenue node through mixed use promotion. This node is especially appropriate for ground floor retail uses with housing in the upper floors of various structures.
- Promote infill development of large parcels of vacant land near the Alameda Avenue corridor with strong transit related linkages to the main corridor.

STUDY AREA 3: Paisano Drive Corridor. (Paisano Drive from Downtown to Montana Avenue)

Paisano Drive, a super arterial connecting various neighborhoods within the City, serves as a mass transit corridor serving areas from the Union Plaza District to Fox Plaza and Basset Center.

- Promote varied mixed uses with strong commercial elements in the Central Business District and at various major intersections.
- Improve pedestrian linkages between the Paisano Drive corridor and adjacent neighborhoods to encourage greater utilization of mass transit along the corridor.

STUDY AREA 4: South Central Neighborhoods

Several South Central Neighborhoods adjacent to I-10 and U.S. 54 frontage roads including the Washington Park, Lincoln, Concordia, El Diablo and the Thomason Hospital area neighborhoods are isolated as a result of various large infrastructure facilities.

- Housing conditions in these neighborhoods must be addressed including deteriorating multi-family structures in need of rehabilitation, demolition of housing units beyond repair, and promoting programs for housing improvements such as home-owner renovation loans.
- To promote safety, provide adequate lighting, especially around the Franklin Canal which crosses these neighborhoods.
- Enforce restrictions so that traffic utilizing port-of-entry facilities minimize their use of residential neighborhood streets.
- Promote linkages between the neighborhoods with adjacent amenities proposed to neutralize the barriers created by the transportation system.

Below: *Redevelopment in Union Plaza.*



- Create open space areas by taking advantage of the amenities provided by the City Zoo and Washington Park as well as available ponding areas and recreational facilities to the south. Fostering linkages between these ‘green’ spaces in this central part of the planning area can be promoted by a large regional park to serve larger built-out areas.
- Promote mixed-use development on underutilized lands to the east of Thomason Hospital from Reynolds Street to Paisano Drive including areas adjacent to El Paso Drive. Health related uses at this site can strengthen this important node.

STUDY AREA 5: Downtown El Paso

Downtown revitalization is important for the City’s overall economic health and continued growth.

- Promote housing in the downtown area through mixed use and redevelopment of areas such as the Union Plaza District, the Central Business District, and the eastern edge of the downtown core.
- Implement a concentrated housing program in the central city that focuses on adaptive reuse, conversion, and rehabilitation of existing structures, especially of structures with historical significance, to house mixed income households.
- Continue to upgrade the downtown infrastructure.
- Locate cultural and recreational amenities in the downtown area including a linkages between museums in the downtown area and related amenities for tourism marketing purposes.
- Improve pedestrian, open space and transit linkages between downtown El Paso and downtown Juarez, Mexico.
- Promote beautification of the area by reducing obtrusive signage and promoting clean-up efforts of the area.

- Provide incentives to foster private sector investment in the area.
- Foster entertainment and cultural district development.

STUDY AREA 6: Five Points District

The Five Points Area has been in transition for over two decades. The traditional pedestrian scale character of this once-thriving commercial node has been diminished by increased use of the automobile, the changing orientation to auto-accessed businesses, and the lack of pedestrian-friendly amenities in the remaining area businesses. As a result of these changes, the area has lost historical significance that would have made it eligible for historic district status.

- Improve linkages via Piedras Street from I-10 to the Manhattan Heights neighborhood with increased pedestrian-scaled amenities such as improved sidewalks, landscaping, and store-front facades.
- Encourage use of traffic calming techniques along Piedras Street, Montana Avenue, Yandell Drive, and Pershing Drive.
- Promote use of rear and shared parking facilities.
- Decrease curb cuts along Piedras Street and Montana Avenue within the Five Points area.
- Promote compact development to include mixed-uses.
- Use mixed-use development as a buffer to residential areas.
- Improve pedestrian linkages between residential, mixed-use, and commercial areas.

STUDY AREA 7: McKelligon Canyon/Alabama Street (William Beaumont Army Medical Center area redevelopment)

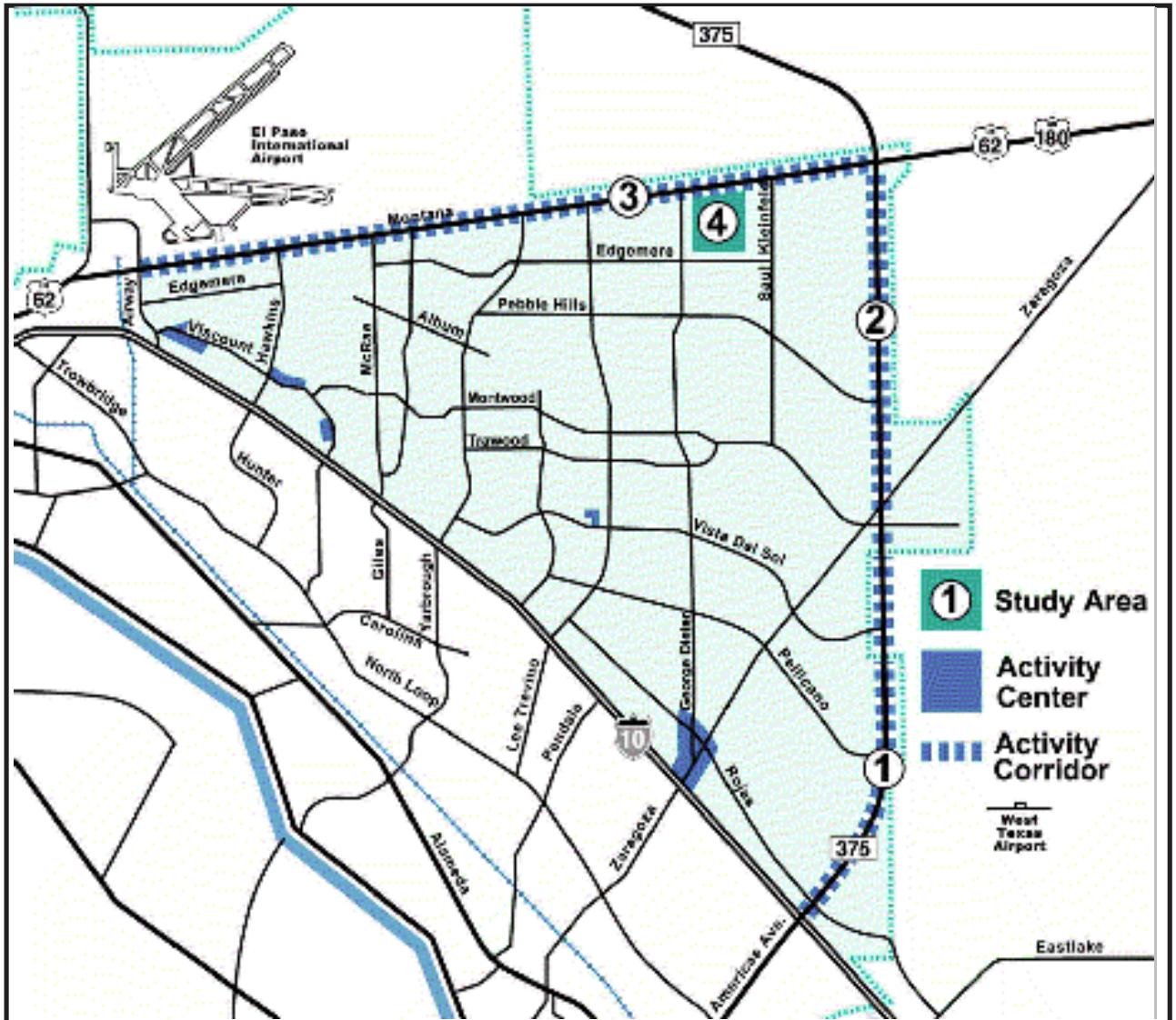
This area is characterized by large military-owned properties, including obsolete structures, the old parade grounds, office/warehousing buildings, and small housing units, and is an example of a redevelopment zone with infill and redevelopment potential. The area is similar to other decaying areas with good potential for redevelopment to include infill and some mixed-uses and the site can be used as a model for other areas of the City similarly affected.

- Incorporate corridor planning elements in redevelopment concepts for the area.
- Increase housing densities and mixed use development.
- Develop vacant parcels as infill sites.
- Promote adaptive re-use of older structures to include mixed uses.
- Promote open space linkages throughout the area.

EAST PLANNING AREA

The East Planning Area contains the land within El Paso City Limits that is bordered by Airway Boulevard to the west, Loop 375 to the east; Montana Avenue to the north, and IH-10 as the south boundary. The Year 2025 Projected General Land Use Map for the East Planning Area is contained in the **Map Atlas** of *The Plan*.

East Study Area Map



Overall Planning Area Land Use Concepts/Policies

- Identify and plan for the impact that growth outside the El Paso City Limits will have on the City. Since there are no zoning or development controls within the county area outside the city limits, close attention needs to be paid to what construction occurs and the quality it will have on the built environment. The growth of residential areas outside City Limits will have an impact on the transportation and infrastructure networks. These impacts need to be considered in any future planning efforts.
- The phased annexation of additional areas on the East Side of the city needs to be addressed as part of the approval process for new commercial development requests in that area.
- Identify vacant parcels within this planning area and encourage their development in accordance with the proposed land uses shown on the East Planning Area map.
- Encourage the development of additional parks within the East planning area and the conversion of existing ponding/drainage areas to dual-use park/ponding facilities wherever possible.

- Encourage the development of medium and high density housing along major arterials as an alternative to strip commercial zoning.
- Encourage the development and implementation of corridor frontage standards that attempt to beautify the entire Loop 375 corridor. Included in these standards would be the development of scenic easements in areas where viewsheds are prominent. Discourage the placement of billboards along any of these corridors.

STUDY AREA 1: Loop 375 Corridor south of Zaragoza Road

- Encourage mixed-use and multi-use development continuously along the length of the corridor. The mixed uses would be a combination of office parks, apartment complexes and commercial uses that would form a significant buffer to lower density residential areas located east and west of the buffer. All projects should be heavily landscaped to create an attractive viewscape along the entire length of the corridor.
- Encourage the construction of a significant landscape buffer on the western side of Loop 375 to the residential land uses that are built up to the frontage roads.
- Establish park-and-ride facilities at the Loop 375/I-10 intersection to minimize vehicular circulation and encourage ride sharing to other parts of the city.
- Landscape major collector streets that serve as gateways to subdivisions.



STUDY AREA 2: Loop 375 Corridor north of Zaragoza Road

- Encourage mixed-use and multi-use development continuously along the length of the corridor. The mixed uses would be a combination of office parks, apartment complexes and commercial uses that would form a significant buffer to lower density residential areas located east and west of the buffer. All projects should be heavily landscaped to create an attractive viewscape along the entire length of the corridor.
- Encourage the development of a large, regional scale park or sports complex at the old landfill/quarry site south of Pebble Hills. Surround the periphery of the park with hotel, motel and restaurant uses that would support the use of the complex as a regional sports facility.
- Encourage the re-platting or removal and rezoning of the Wells Park and Palo Vista subdivisions at the southwest corner of Montana Avenue and Loop 375 to accommodate future urban center / mixed use activity at the corner.
- Encourage the development of commercial uses at the intersections of Loop 375 and Edgemere Boulevard and Loop 375 and Pebble Hills Boulevard.
- Encourage the development of additional parklands to balance the residential uses in the area and to provide more recreational facilities and opportunities to area residents.

-
- Establish park-and-ride facilities at the Zaragoza intersection to minimize vehicular circulation and encourage ride sharing.
 - Incorporate programs to stimulate landscaping of medians with native, drought tolerant , water conservative vegetation along major arterials.

STUDY AREA 3: The frontage along the south side of Montana Avenue from Airway Boulevard to Loop 375.

- Encourage the infill development of vacant parcels that will be compatible with existing land uses.
- Encourage the use of the transit terminal, promote increased densities in parcels abutting the commercial development to act as buffer zones for the medium-density residential development at the core of the subdivisions.
- Encourage development of employment centers on parcels abutting the proposed urban center at the intersection of Loop 375 and Montana. A base of jobs in this residential area will alleviate the need to travel great distances to jobs in other parts of the city and will also act as buffer zones to the higher density residential areas to the west.
- Landscape the corners of major collector streets that serve as gateways to subdivisions.
- Encourage the use of setbacks to facilitate the use of shared parking facilities while aiding in the reduction of curb cuts.

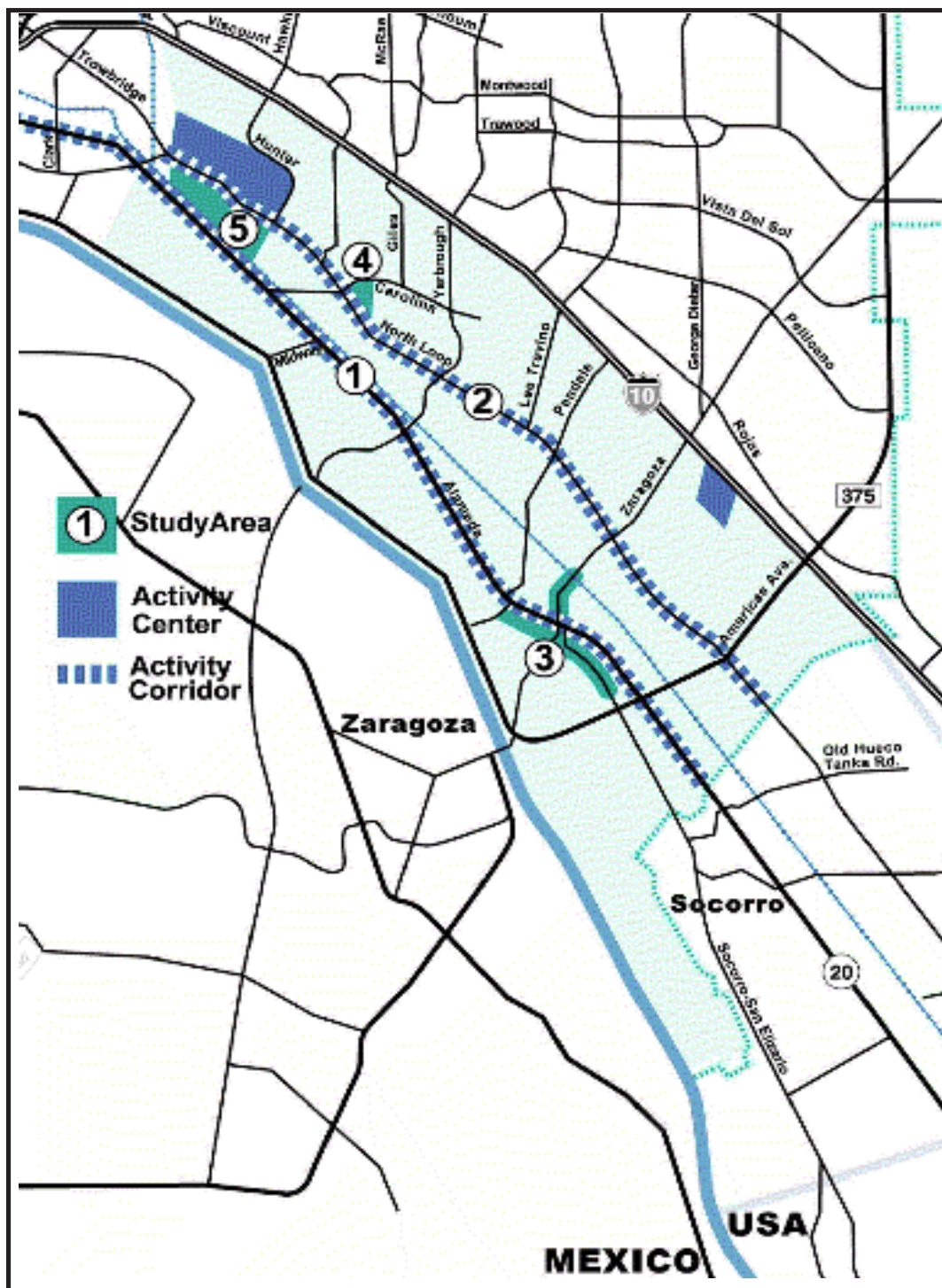
STUDY AREA 4: The area surrounding the existing Robert E. Lee Industrial Park on north side of Edgemere Boulevard., east of George Deiter Drive.

- Promote the improvement of the site conditions within this industrial park that is located in the center of anticipated residential development. Bring all sites into compliance with the developmental standards for certain industrial uses found within the Zoning Ordinance. At a minimum, provide an 8 foot high concrete masonry wall around the perimeter of the industrial park to provide a visual screen to the properties that surround it.
- Encourage the vacant parcels on the north, east and south sides of this industrial area to be developed as a commercial area to serve the medium density residential development occurring in the area.
- Promote the inclusion of a heavily landscaped strip park between the commercial uses and the residential uses located on the periphery of the commercial activity as an additional buffer to the industrial uses.
- Promote the transition of the ponding areas within the industrial park to a park type/landscaped space as a shaded retreat for employees of the businesses in the industrial park.
- Encourage the construction of an 8 foot high concrete masonry wall around the perimeter of the industrial uses found on the north side of Edgemere Boulevard to the west of the industrial park to provide a visual screen to the residential properties that surround them.

LOWER VALLEY PLANNING AREA

The area consists of roughly 98,103 acres and contains the land in El Paso County bounded by Interstate 10 on the north, the El Paso city limits on the east, the Rio Grande River (the International Boundary between the United States and Mexico) on the south, and Ascarate Park on the west. The Year 2025 Projected General Land Use Map for the Lower Valley Planning Area is contained in the **Map Atlas** of *The Plan*.

Lower Valley Study Area Map



General Planning Area Land Use Concepts/Policies

- Encourage the location of industrial development along major transportation routes (Zaragoza Road, Americas Avenue and Border Highway extension) where access to rail, truck routes, expressways and freeways is available.
- Create a linear park area along the river levee from Ascarate Park to Zaragoza Road running adjacent to the Border Highway in conjunction with the American Heritage River designation.

STUDY AREAS 1 & 2: North Loop Drive and Alameda Avenue Corridors

- Distribute a balanced mix of compatible land uses along the North Loop Drive and Alameda Avenue corridors.
- Utilize design standards which create a cohesive sense of design when redeveloping the corridors.
- Implement a streetscape master plan for each corridor that enhances the streetscape, provides a unifying element, and creates a unique identity for the corridors.
- Maintain and redevelop corridors as vital economic and employment centers.
- Make the corridors a safe and attractive place for pedestrians.
- Encourage innovative development that enhances the corridors' image and creates a high-quality environment for the future.
- Analyze the potential for mixed-use and multi-use development along the corridors.
- Encourage more stringent signage regulations along the North Loop Drive and Alameda Avenue corridors.
- Encourage development of high-density residential nodes at designated locations throughout the corridors.
- Minimize curb cuts along the corridors by implementing the use of shared parking lots.
- Encourage the development of raised medians along the North Loop Drive and Alameda Avenue corridors, where possible, in order to increase pedestrian safety and organize traffic, thus improving efficiency.

STUDY AREA 3: The historic Ysleta Mission and Mission Trail area

Encourage the revitalization and redevelopment of this historic district through the creation of a central tourist district.

- Create a commercial corridor along Alameda Avenue from Harris Street to Old Pueblo Road which supports an “urban village” concept utilizing historic design standards developed for the area.
- Create a mixed use corridor for the section of Socorro Road, which runs from Zaragoza Road to the Tigua Indian Cultural Center, which maintains strict considerations for zoning to preserve the historic setting of the area.
- Create new and update existing green space with lighting, benches and trails which encourages easier access to neighborhood shops, facilities and mass transit stops.
- Encourage “cluster” or “open space” subdivisions which emulate traditional village patterns typical of the historic Mission Trail.

- Increase business opportunities through tourism and visitor-attraction programs.

- Implement design policies along Socorro Road, extending to the City limits, in order to create and maintain a traditional historic setting along the “Camino Real”.

- Concentrate parking lots on the periphery of the Ysleta Mission Study Area (fronting Zaragoza Road between Old Pueblo Road and Alameda Avenue; fronting Alameda Avenue between Old Pueblo Road and the Southside Lateral) to minimize vehicular traffic and encourage pedestrian activity throughout.



- Encourage the use of mass transit utilizing trolleys and/or alternate forms of mass transit throughout the historic area.
- Utilize design standards and distinctive street paving, landscaping, lighting and fencing to distinguish the portion of Zaragoza Road from Roseway Drive to Alameda Avenue as a gateway to an historic tourist area.
- Develop City ordinances, tax incentives and abatements, which would assist in the development of a historic tourism district(s) along the Historic Mission Trail.
- Update the Middle Drain Park to include the addition of walkways, more trees and park benches and a gazebo/stage, to improve recreational opportunities including festivals which can attract visitors.

SUB-AREA A: The area bounded to the east by Harris Street and Lone Star Place, to the south by Padilla Drive; to the west by the Playa Drain and Padres Drive and to the north by Alameda Avenue should be redeveloped/revitalized by encouraging the development of facilities which support the needs of the existing residential areas.

- Encourage in-fill and development of the vacant area abutting the Playa Drain, with proper buffering of residences for future thoroughfare development.
- Create a neighborhood park or mass transit center, connecting to a hike/bike trail, which serves as a focal point for the residents of the area.
- Encourage landscaping and proper lighting throughout the area.
- Refer to historic Ysleta Mission design standards, when implementing redevelopment/revitalization of the area subdivisions, and endeavor to maintain traditional village pattern typical of the historical Mission Trail.

SUB-AREA B: The area bounded to the west by Zaragoza Road beginning at the Franklin Canal and running from Harris Street into Socorro Road; south by Socorro Road; east by Southside Lateral may serve as an historic urban center and act as a focal point for the area.

- Develop a cultural center in conjunction with the renovation efforts of the Catholic Diocese and tourism development programs of the Pueblo del Sur.
- Promote the joint use of Ysleta Park as a visitor information center and festival area.
- Promote the preservation and rehabilitation of existing homes which add to the historic character of this center. Integration of small businesses—i.e., galleries, cafes, arts and crafts shops—into the residential uses along Old Pueblo Road and Candelaria Street are encouraged.
- Utilize design standards throughout the area which emulate the traditional village pattern typical of the historical Mission Trail and distinguish this bounded area as a focal point to visitors.
- Encourage landscaping and proper lighting throughout.

STUDY AREA 4: The Tigua Shopping Center area along North Loop Drive from Carolina Drive to San Jose Road.

- Encourage the adaptive re-use of the neighborhood strip malls the organization of diverse small businesses into an urban center which can include community and public facilities such as child care facilities, light commercial and retail services, and mass transit services.
- Promote increased densities in parcels abutting the commercial development to act as buffer zones for the medium density residential development abutting the North Loop Drive corridor.
- Encourage mixed-use development, within parcels abutting the proposed urban center, to maximize the use of the area for nearby residents.
- Encourage sidewalks and better lighting along North Loop Drive and along pedestrian walkways to stimulate pedestrian activity within the area.
- Minimize curb cuts and encourage the use of shared parking lots within the area.
- Promote pedestrian walkways to connect the urban center to the residential areas and nearby Carolina Park.

STUDY AREA 5: The Stiles Gardens Area

Development options should be carefully considered for Stiles Gardens, bounded to the north by North Loop Drive; to the south by Stiles Road; to the east by Orgain Way, and to the west by Ramona Elementary School. As an area in transition, Stiles Gardens has become a neighborhood in which incompatible land uses have developed. The development of a master plan for Stiles Gardens along with prudent zoning considerations is encouraged to ensure the safety of the residents who remain in the neighborhood.

- Continue to encourage mixed-use development within the area provided that mitigation measures are required to minimize impact on existing residential uses.
- Encourage the utilization of landscaping and buffering of properties abutting North Loop Drive and the rail yards to enhance the residential character of the area and insulate the residences from noise pollution.
- Encourage in-fill development of the Union Pacific railroad yard, should it be relocated.
- Encourage the development of paved off-street parking for sites abutting North Loop Drive.

EXTRATERRITORIAL JURISDICTION ISSUES

The Extraterritorial Jurisdiction (ETJ) of a municipality is the contiguous unincorporated land adjacent to its City Limits that is not within another city or its ETJ. The size of the ETJ varies depending on the population of the municipality. In El Paso, a home rule community of approximately 606,526 people, the ETJ extends five (5) miles from its City Limits. A municipality’s authority to establish an ETJ area was granted by the Texas Municipal Annexation Act of 1963. The current provisions for ETJ authority are found in Chapter 42 of the Texas Local Government Code. Within an ETJ, a municipality may annex land, impose it’s subdivision regulations, and prohibit creation of other political jurisdictions.

Area Demographics

For many years, the El Paso ETJ was characterized by rural farmland in the valley areas and desert land on its eastern fringe. Development in this area occurred at an accelerated rate during the 1960-1985 period. During that time, *colonia* type developments were prevalent in the valley areas of Socorro and San Elizario, and within the Upper Valley area. A *colonia* is generally characteristic of substandard development lacking basic infrastructure for potable water, sewerage facilities and paved roads. Approximately 122 “colonias” were identified by the Texas Water Development Board in the El Paso County area in 1991. These developments supported approximately 9,520 housing units and 47,800 people. The El Paso ETJ was substantially reduced in area in 1985 when Socorro reclaimed its corporate status. In 1995, the District Court of El Paso County apportioned the overlapping ETJ’s of El Paso and Socorro. The current El Paso ETJ area is depicted in the **Map Atlas** of *The Plan*.

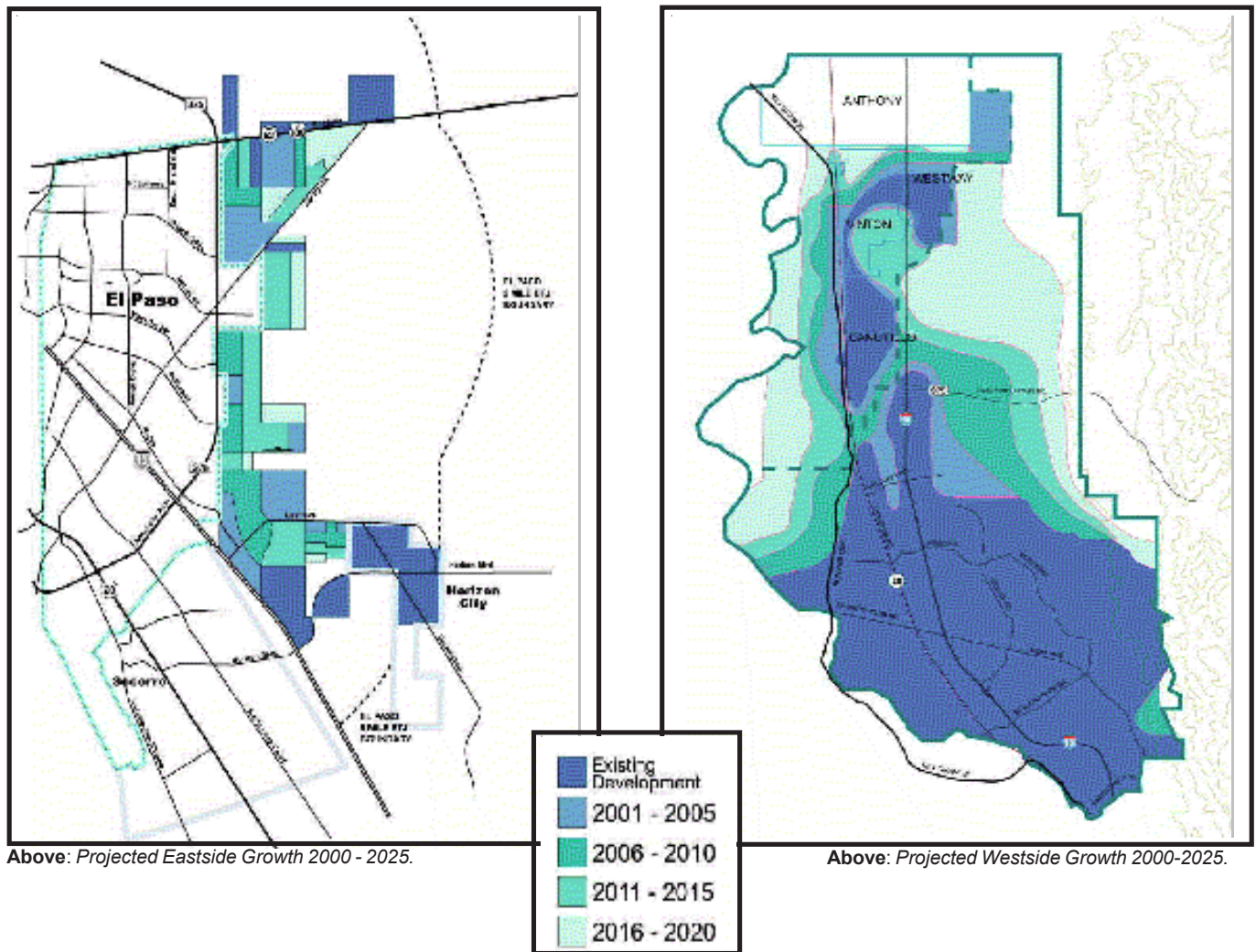
In 1991, the El Paso Water Utilities Public Service Board (EPWU-PSB) reversed its long standing policy of withholding utility service extension outside the City Limits. Since that time, the EPWU-PSB has provided utility extensions to many “colonia” developments through the appropriation of millions of dollars in federal, state and local grant and loan funding. There has been an appreciable decline in the number of new “colonia” developments in El Paso County due to the adoption of state-mandated subdivision legislation. Between 1990 and 1998, only twelve (12) subdivisions located in the El Paso ETJ were recorded. This is a substantial decrease from the one hundred (100) recorded subdivisions during the period from 1980 through 1990.

Growth Areas

Growth in the El Paso ETJ to the Year 2025 will depend primarily on the City’s future annexation efforts. Any annexation decisions will be based on the City’s ability to provide municipal services to those areas. An annexation study identifying proposed incremental phasing is recommended. This study should address potential areas to be annexed within a short-term period, preferably three-years. A cost/benefit analysis should be included in the study to determine the fiscal impact of extensions of municipal services and facilities.

Figure 10.2. Population Projection			
Year**	City of El Paso	Eastside ETJ*	Westside ETJ*
1997	606,526	8,950	9,500
2025	919,147	87,535***	25,454
* ETJ as of March, 1999.			
** Variations of population estimates vary dependent upon calculation of existing population outside of current City Limits			
*** 2025 population includes some annexation of additional			

The City's eastside and westside ETJ areas are distinct in land characteristics, population densities and existing land uses. The year 2025 projected growth areas for these ETJ shows potential land uses for both the East and West ETJ areas. The City's major growth during the last twenty years has occurred within the East and West Planning Areas. This growth trend is projected to continue, but will be impacted by development policies in the City Limits and ETJ.

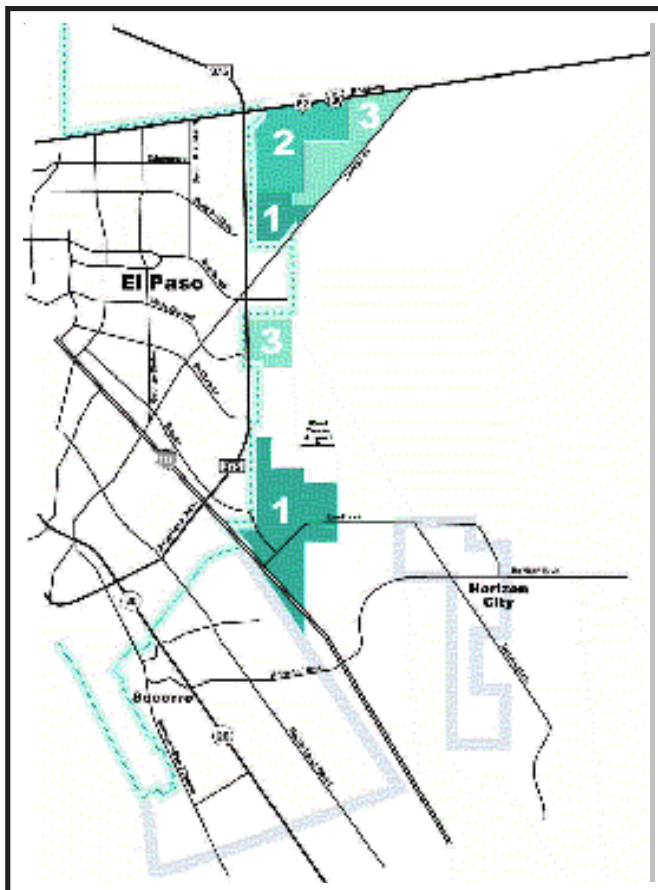


Growth at the periphery of the City Limits of El Paso has created pressures to annex land. The projected patterns for growth for both the eastside and westside ETJ areas are shown on the following maps. Potential areas for annexation in El Paso's westside and eastside are identified as annexation options identified below. Growth in the City's east side is close to build-out within the existing City Limits. The last major annexation to the City occurred in 1987, when approximately five square miles of the Westside Upper Valley Area were added to the municipal boundaries. A phased annexation is considered more feasible for the City. Of primary concern, to the City, will be its ability to extend municipal services to the annexed area. The Texas Local Government Code requires that a City provide a Service Plan which outlines the services that a municipality will provide to an annexed area. Any annexation proposal will require the formulation of a comparative analysis that provides the benefits of annexation versus the cost of municipal service delivery.

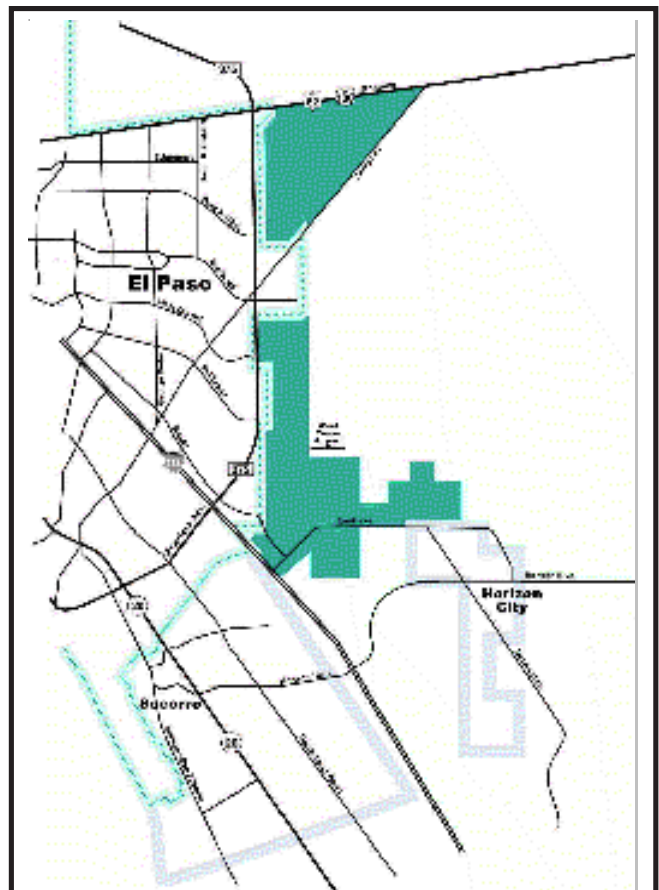
Eastside ETJ

The East Planning Area has experienced the most rapid growth within the City Limits during the 1979-1999 period. Development has reached the City Limits, although there are still significant vacant infill areas. Land in the Eastside ETJ is predominately flat, except for the sloping uplands adjacent to the escarpment. This area is generally considered the easiest to develop. A major deterrent in the Eastside ETJ is the limited quantity of underground water available and its generally poor quality. The EPWU-PSB has completed water and sewer studies for the Eastside ETJ that assess the costs and improvements required to serve the area in the future. Growth in the Eastside ETJ is projected to first occur in two principal areas. One area is the triangular corridor between Zaragoza Road, Joe Battle/Loop 375, and Montana Avenue. The second is north of Interstate Highway 10 and immediately east of Joe Battle/Loop 375 containing almost 4,000 acres of land (formerly owned by the Texas General Land Office). Growth between these two corridors will be difficult because of the jurisdictional water district issues that exist in most of the Eastside ETJ as the water district map shows. Currently, the El Paso County Water Authority and the Lower Valley Water District Authority have water and sewer service jurisdiction over much of the land east of Joe Battle/Loop 375.

Development along the Zaragoza corridor is projected to include a mixture of residential, commercial and industrial uses. The proposed plan for development of 500 acres, known as the Hueco property on Montana Avenue, is to develop a mixed-use integrated urban village. Availability of water and sewer service to this area will be critical. Development along the Interstate Highway 10 corridor is projected as a continued progression of industrial development with a mix of commercial and residential development to the northern periphery (adjacent to Horizon City, Texas). An urban village concept was also proposed for the land formerly owned by the Texas General Land Office, and described as the area north of Interstate Highway 10 and immediately east of Joe Battle/Loop 375.



Above: East Annexation Option.

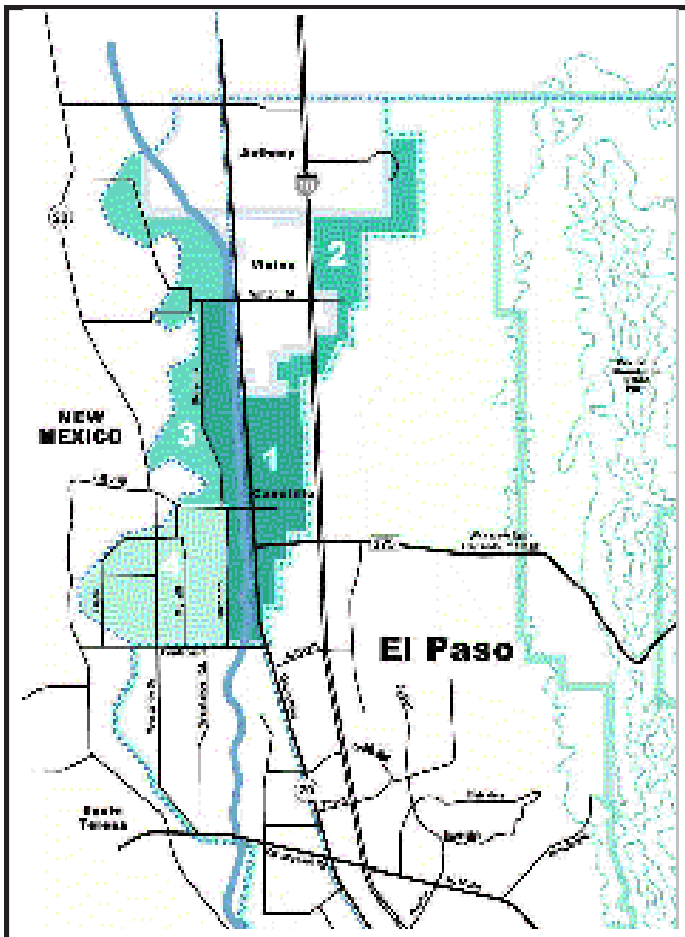


Above: East Annexation Option.

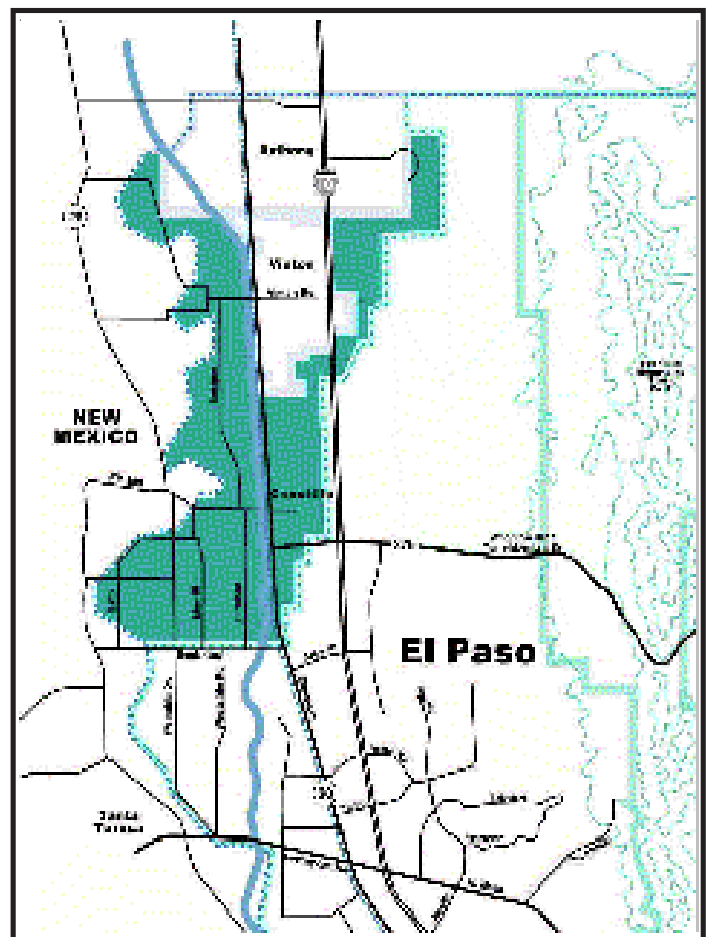
Westside ETJ

The Westside ETJ is generally characterized by rural residential development and agricultural farmland partially in the areas located north of Borderland Road and west of Doniphan Drive. A mixture of vacant and high-density residential type land uses is found within the areas east of Doniphan Drive, which include the communities of Canutillo and Westway. Areas located west of Doniphan Drive are located in a flood plain because of the high water table. Availability of groundwater is possible, although some quantities are of poor quality. The mountain foothills located east of Interstate Highway 10 are severely impacted by storm water run-off from the mountain slopes.

It is projected that development in the Westside ETJ will be minimal to the year 2015, but would increase thereafter. A vast amount of undeveloped land exists within the City Limits in the West Planning Area. Development in this area will vary from industrial development along the Interstate Highway 10 corridor and residential development in the Upper Valley areas. In addition, growth in Canutillo and Westway will continue as water and sewer service becomes readily available. Industrial development along the Interstate Highway 10 corridor will be impacted by development policies of the City and availability of municipal services and facilities.



Above: West Annexation Option.



Above: West Annexation Option.

EXTRATERRITORIAL JURISDICTION GOALS & POLICIES

- GOAL:** ASSURE THAT DEVELOPMENT IN THE ETJ WILL OCCUR WITH ADEQUATE INFRASTRUCTURE AND UTILITY SERVICES AS PROVIDED FOR IN THE CITY’S SUBDIVISION ORDINANCE.
- POLICY:** Evaluate subdivisions in the ETJ to determine that they provide adequate and efficient streets, water, sewerage and other public improvements and facilities.
- ACTION:** Coordinate the Subdivision plan process with other governmental agencies to ensure the proper design and provision of adequate public improvements to every subdivision.
-
- GOAL:** PROMOTE ORDERLY AND CONTROLLED GROWTH THROUGH THE DEVELOPMENT AND ADOPTION OF A PHASED ANNEXATION PLAN FOR LAND WITHIN THE CITY’S ETJ.
- POLICY:** Evaluate annexation requests to determine feasibility and impact on existing City services and fiscal resources.
- POLICY:** Encourage compliance with the phased annexation plan.
- POLICY:** Coordinate with surrounding municipalities and El Paso County Government to adequately address annexation and ETJ issues.
- ACTION:** Prepare an annexation plan, revised in three year intervals which identifies and evaluates prospective annexation areas using cost-benefit analysis, water resource sustainability, transportation impact analysis, and other related factors.
- ACTION:** Require a land use and zoning plan for each area to be annexed prior to annexation.
- ACTION:** Coordinate with all city agencies, including fire, police, solid waste, and PSB, to ensure the timely provision of services to prospective annexation areas.